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AN ANALYSIS OF RECREATION OPPORTUNITIES
ON THE LINCOLN RANGER DISTRICT

FINAL REPORT for Cooperative Agreement No.
INT-88365-COA with
UNIVERSITY OF MONTANA

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AN ANALYSIS OF RECREATION OPPORTUNITIES
ON THE
LINCOLN RANGER DISTRICT

Technical Completion Report
Submitted to
Wilderness Management Research Unit
USDA Forest Service

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November, 1989

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EXECUTIVE SUMMARY

The purpose of this report is to examine the recreation development potential of the Lincoln Ranger District of the Helena National Forest. The basic objective of this examination is to assess how the Forest Service can enhance recreational opportunities on the District, and can recreation and tourism be used as a viable economic development tool for the Lincoln community?

The report is divided into two parts: Part One contains an analysis of recreation development potential and recommendations for the Forest Service to consider. Section Two displays existing Forest Service recreation development policy, an inventory of current District recreation opportunities, and a brief discussion of trends in recreation participation.

The analysis indicates that the District contains a diversity of wildland recreation opportunities that can be enhanced, and that a modest market exists for these opportunities. The report suggests several major actions to achieve these goals: (1) increase communication with the local community; (2) develop a community recreation brochure; (3) develop a cooperative forum on recreation policy; (4) identify tourism and recreation development goals cooperatively with the local community; (5) develop new ski, ATV, and snowmobile trails; (6) develop and rehabilitate camping opportunities; (6) market existing recreation opportunities, and (7) develop new opportunities based on their ability to complement existing ones. Additionally, a number of specific recommendations from user groups are included in the report that should be evaluated.

Part Two of the report details the many and diversified recreational opportunities currently available on the District, and the present favorable administrative climate for partnerships with private and other public tourism and recreation management agencies. In a general sense, the administrative atmosphere for increased attention to recreation and tourism development exists at both the state and federal level. The state of Montana has increased in travel promotion budget through a statewide tax on users of overnight accommodations (which encourages cooperative promotional opportunities). The USDA Forest Service implemented its National Recreation Strategy at about the same time; that strategy not only speaks to increased concern about the recreation client, but also emphasizes cooperative ventures.

PART I. ANALYSIS OF RECREATION OPPORTUNITY DEVELOPMENT POTENTIAL

INTRODUCTION

Increasingly, individual states and communities are turning to recreation in order to capitalize on a growing industry as a source of economic development. These communities are hopeful that through tourism promotion, they may diversify and strengthen their economic base. Development of tourism may allow communities to provide additional opportunities for employment, increase the tax base, and provide economic stability during times of slow growth and retrenchment in other sectors.

Over time, recreation and tourism have increasingly become major industries in the United States and an important source of jobs and income. In 1982, for example, spending on recreation by consumers exceeded \$250 billion, outstripping spending on defense and home construction. Recreation is the third largest retail industry and the second largest public employer in the U.S. (Walsh 1986). In Montana, spending by nonresidents exceeds \$660 million (Yuan, Moisey, and McCool 1989). That report suggests, at the state level, every job created in the tourism industry leads to 0.6 jobs in other sectors of the economy. And, in Lewis and Clark County, accommodations tax data on file with the Montana Department of Revenue indicates that traveler expenditures surpass \$30 million. Although most of that is probably spent in the immediate Helena area, the relative "elementary" state of the tourism industry in Montana suggests that careful, sensitive development coupled with creative and effective marketing can lead to potential positive economic benefits for the Lincoln area.

Initiating a comprehensive recreation and tourism development program cannot rely on the supply side (land management agencies) solely. A number of complementary policies and practices must be implemented concurrently in order to ensure orderly and proficient development, and to avoid potential negative consequences of tourism development. These actions include: developing a community-wide commitment to tourism development, understanding the various market segments for recreation, identifying resource development opportunities, understanding recreationist travel, spending and recreation habits, providing high quality service, and effectively marketing the opportunities to those interested in them. Tourism policies and practices must be systematically implemented by the variety of agencies and firms providing recreation opportunities and services.

The report is organized into two major parts. In Part I, we summarize the results of this analysis and provide overall recommendations, and review our sense of the community's attitude toward increased recreation development. In addition, we discuss the results of several small group exercises with recreationists that currently use District resources in order to provide additional background concerning our recommendations. Part II involves descriptions of current recreation development policy and philosophy in the Forest Service as well as an inventory of existing recreation developments and opportunities. We also examine trends in recreational use patterns and activities.

NEED FOR THE STUDY

This study concerns the potential of expanding recreational opportunities on the Lincoln Ranger District of the Helena National Forest. This Forest comprises 975,000 acres on both sides of the Continental Divide in Western Montana. The Lincoln Ranger District's 325,000 acres surround the community of Lincoln, which is located in the northwest section of the Helena National Forest. Lincoln's economic base, like many small western Montana communities, has traditionally been tied to extractive forest uses such as mining and timber harvesting. The town's proximity to the Scapegoat and Bob Marshall Wilderness Areas combined with superior hunting and varied winter and summer recreation opportunities provides excellent potential for recreation and tourism development.

This report attempts to answer the following major questions: How can the Forest Service enhance recreational opportunities on the Lincoln Ranger District? And, is there a general sense that recreation and tourism can be used as a viable tool to enhance community and economic development opportunity for Lincoln?

There are three issues that should be addressed when constructing an effective recreation and tourism development program. First, an estimate of the demand for recreation and tourism opportunities in the area will help identify the potential market. Second, an assessment of the existing supply of resources and opportunities will determine whether they are adequate to satisfy the current and projected future demand. Third, an effective marketing program will efficiently convey the opportunities that exist to those who seek locally based recreation opportunities information.

For tourism development to work there must be cooperation between the public agencies who supply the natural resources that form the basis of high quality recreational opportunities, and the private sector which supplies support services, labor, and other resources. Here again, community-wide commitment to recreation and tourism development is essential to the success of the program.

RECOMMENDATIONS

The inventory of recreational opportunities on the Lincoln Ranger District (as shown in Part II) imply that these opportunities are currently and potentially abundant. In some cases, these opportunities are already developed, but many others are not. The potential of these undeveloped/under-developed opportunities in the District for attracting more recreational users and types of use is large relative to current use levels. Implementing the National Recreation Strategy and recommendations contained herein could have a significant impact in diversifying Lincoln's current emphasis as a resource extractive economy.

The results of the resident survey and small group meetings tend to support this idea in terms of resident and user perceptions of the possible economic impacts of recreation and tourism as well as ideas for potential developments. Implementation of cooperative policies build upon this apparent positive feeling about the future role of tourism and recreation. In short, the findings of this project seem to show that the

community "atmosphere" in Lincoln would support more joint ventures in the area of recreation. Results from the Forest Service small group meeting show that the agency shares these same perceptions with the residents of Lincoln and the regional recreationists.

While conducting this project it was very apparent from the surveys and meetings that one of the major obstacles to developing recreation and tourism opportunities in Lincoln was a lack of a constructive dialogue among area residents, recreationists from nearby communities, and the Forest Service. Without proper communication among the involved parties (or parties who should be involved) initiation of the detailed recommendations, the NRS (or other similar policies) will be ineffective, frustrating, and likely unsuccessful.

Our observations of the discussions at the small group meetings and from comments received on the survey indicate that all involved parties hold many values in common: their ideas, suggestions, and concerns for recreation and tourism development in the District indicate potentially shared direction. It is from this common ground that efforts to plan recreation policy, management plans, and development plans should begin. Some specific suggestions for improving communication are listed later in this section.

The following specific recommendations were developed from not only the resident survey, small group meetings, and the inventory of current recreation opportunities, but also from our analysis of current trends in recreation activity participation and travel patterns as well as existing Helena National Forest policies.

Appendices 1-4 at the end of this report have complete listings of all the recommendations that were made on the survey and developed from the small group meetings. Our recommendations and discussion include only those that appear to have significant merit and a common basis. The recommendations described here are listed in order of priority.

RECOMMENDATION 1) Improve agency/public communication

A consistent comment from the public throughout the life of this project was the need for additional appropriate communication with the agency. We recommend that the Forest Service initiate, in a variety of ways, improved communication with its principal client groups. While not a specific recreation or tourism development recommendation, we feel these comments are of such significance that we make this our first and highest priority recommendation. Communication actions should be designed in such a manner that they reflect a legitimate interest in client concerns, ideas and suggestions, and should be two-way as much as possible. Such communication could do much in the way of building effective, long-term partnerships and creating an atmosphere of cooperation and trust.

RECOMMENDATION 1A) Develop a community recreation brochure

There are many ways in which the Forest Service can initiate an atmosphere of enhanced communication. One such way is to start action, with public involvement, on a project that was suggested at every meeting and in many of the survey responses. This project is the development of a brochure aimed at

informing tourists of the type and diversity of recreational opportunities in the area. The brochure would also contain other information about Lincoln itself, such as special events, services and lodging. The brochure would be dependent on information and work from both the Forest Service and local residents. We feel the brochure should be cooperatively financed by the Forest Service and some other local group. Another way to assist in the cost of the brochure would be seek support from Gold West Country, the non-profit tourism development corporation that administers tax revenues used for tourism promotion for the Lincoln area. A cooperative proposal from the community and the Forest Service could be submitted to Gold West Country for consideration. The end product of this project would be a long lasting item signifying cooperation community-Forest Service cooperation. Both the Beaverhead and Superior National Forests have developed such brochures, and those should be examined as models for the Lincoln area.

While we emphasize producing a brochure as a marketing tool, we suggest the Forest Service examine newer technologies for their marketing potential. Specifically, touch screen computers can effectively communicate a wide variety of opportunities if located properly. The Lolo National Forest is currently examining and testing this technology. We suggest the District evaluate its use for the Lincoln area.

RECOMMENDATION 1B) Develop a Cooperative Forum on Recreation Policy

Providing increased opportunities for recreation and tourism is a dynamic process, one that will not be completed in the next year or so. We recommend a forum on recreation policy to be led by the Forest Service to discuss current and proposed projects that concern or impact recreation opportunities. It is recommended that these meetings be of an informal, regularly scheduled nature. We believe that the most effective way to begin such meetings is to identify certain people in the community who are affected in some fashion with a specific project. These individuals could be asked to provide their expertise in developing the project or examining the impacts of a proposed project. Involving these affected individuals early in the planning stage would help establish the credibility of the communications process.

Along with these meetings we propose that a short, periodic newsletter be cooperatively published. This newsletter would focus on recreation and tourism development projects and events occurring in the Lincoln area. Another area covered by the newsletter could concern specific recreation opportunities. Since nonresidents are heavily influenced by information supplied by friends and relatives living in the local area, getting good information to the local population about these recreation opportunities is important. A simple one-two page newsletter should serve the purpose of keeping the community and Forest Service informed.

RECOMMENDATION 2) Identify Recreation and Tourism Development Goals

We've noted that there is common agreement that there is a significant potential for increasing the supply of recreation opportunities on the District, but that this requires a community-wide commitment. We recommend that the Forest Service work with community leaders, through perhaps the local economic

development group, to develop a comprehensive statement of goals for tourism and recreation development. Preparation of a goal statement would lead to a number of benefits. First, the process of cooperatively creating this statement would promote the dialogue and learning necessary to community-wide commitment and effective action for tourism development. Second, this would be a very important educational process which would not only lead to greater understanding of recreation and tourism, but would maintain closer Forest Service-community relationships. Third, examining and developing goals is a necessary prerequisite to specific development actions. The goals would indicate what actions would be necessary, appropriate and acceptable. Finally, accepted goals would give the community and Forest Service specific targets to head toward and serve as a measure of the success of the recreation and tourism development program.

RECOMMENDATION 3) Develop new ski, snowmobile, and ATV trails

Developing and enhancing specific-use and multi-use trails was mentioned in every small group meeting and also in many surveys. Loop trails and trails close to Lincoln were commonly mentioned as possible trail types. Specific suggested locations for these trails and for the type of use allowed on them can be found in the meeting results (Appendices 1-4).

Many of the recreational groups that were represented at the meetings expressed a desire to become more involved with the trail planning and construction process. This seems to be a good opportunity to implement a National Recreation Strategy-type "partnership". A partnership with local snowmobilers, ATV'rs, hikers, and skiers for maintaining and planning trails would have a high probability of succeeding.

RECOMMENDATION 4) Develop and Rehabilitate Campsites

The development of new campsites and the upgrading of old ones seems to have a broad range of support in the community, and from regional recreationists. Campsite development was also brought out as a major suggestion at the Forest Service small group meeting. Again, the National Recreation Strategy is supportive of this effort. It was expressed in many surveys and meetings that there is a willingness for the private sector to develop, maintain, and operate these campsites. Almost everyone agreed, to some extent, that in order for Lincoln to draw and hold tourists it is essential to improve facilities. The Forest Service can help initiate such campground development by working closely with the private sector in planning and implementing such sites whether they are privately owned or publicly operated. The Forest Service should take the initiative on such projects in a way as to communicate the possibilities for private campgrounds in the area.

Improving existing campgrounds was another commonly mentioned suggestion. The development of short, informative, self-guided nature trails in the campground area was clearly seen as a positive step in improving services and recreational opportunities. Along with these trails should be a brochure or pamphlet describing the trail and what is to be seen. This project is also another good place to form a partnership with local organizations to plan, maintain, and even provide naturalists for such trails.

RECCOMENDATION 5) Market Existing Recreational Opportunities

As shown in the inventory of recreational opportunities section of this report it is apparent that the natural resources of the Lincoln district could attract, and support, increased recreational use and a wider variety of recreation opportunities. Findings from the meetings and surveys tend to support this idea. Promotion of these recreational resources is a vital step in attracting tourists and recreationists to Lincoln.

We suggest that the District work closely with the local community in developing marketing strategy, including identifying a theme or image that would appeal to potential users. This theme could capitalize on the natural resource strengths of the Lincoln area or incorporate some aspect of the local cultural or historical background.

Marketing would include not only appropriate highway signing, but also advertising in Missoula, Helena, and Great Falls. Advertising for specific events out-of-state should also be investigated. Again, the marketing effort could be a joint Forest Service-Lincoln project. A brochure, such as the one mentioned earlier, would also fit nicely in to this category.

The recommendations listed above are general suggestions concerning Forest Service efforts. The following list indicates specific development opportunities that should be considered during the process of implementing the recommendations above.

- 1) increase access to the Blackfoot River:
- 2) Develop the Continental Divide Trail:
- 3) reclaim trails destroyed by logging roads;

4) Make road closure and regulation information

more available:

5) improve the fishing quality of the Blackfoot;

6) more ski trail markings on Stemple Pass;

7) improve trailheads

- Dry Creek
- North Fork
- Alice Creek
- road to Huckleberry Pass

We strongly recommend that any of these projects (or those listed in appendices 1-4) involve public input. This input should not be thought of as just "public hearings", but more as if the public was a partner in the project. In fact, with the successful implementation of the National Recreation Strategy they will, in a sense, be co-stewards of the land and facilities.

In conclusion, implementing the recommendations above or those listed in the appendices is dependant on a few preliminary actions. The most important is bridging communication gaps among the Forest Service, Lincoln residents and recreationists visiting the Lincoln Ranger District. Effective tourism and recreation development is dependent on understanding the large amount of "common ground" each faction has in common. Many of the suggestions not listed in this section (but listed in appendices 5-8) could possibly be implemented "along the way" or as part of another project. We recommend that close attention is paid to such initiations.

We believe the atmosphere in the Lincoln area is conducive to implementation of National Recreation Strategy-type policies. The opportunity is present to expand Lincoln's economy while at the same time improving Forest Service public relations with residents and recreationists.

COMMUNITY PERCEPTIONS OF RECREATION AND TOURISM DEVELOPMENT OPPORTUNITIES

To gain the necessary information needed to implement a systematic recreation and tourism development strategy in the Lincoln Ranger District, feedback was sought from recreational users of the area and the residents of the town of Lincoln. Two approaches were used to gather this information. First, a survey (Appendix A) was sent to a sample of Lincoln residents in order to inventory community attitudes toward tourism and recreation as an alternative resource based economic development tool. Second, during the months of March and April 1989 a series of meetings were held in area communities to identify user perceptions of recreational potential and needs in the Lincoln District. The survey results and implications will be discussed in this section. Following this, results of the small group meetings will be presented.

As stated earlier, the attitudes and perceptions of Lincoln residents towards recreation as a viable economic development tool can influence the success of the National Recreation Strategy in the ranger district. The NRS's thrust toward partnerships hinges on perceptions that recreation development is legitimate and that the Forest Service is the appropriate agency for a leadership role. Lincoln has historically been associated with two major resource extractive industries: timber harvesting and mining. Though tourism has played a limited historical role in the town's economic base it has not been viewed with the same significance as timber harvesting or mining.

In order to identify local resident perceptions of tourism and recreation, a survey was mailed to a random sample of Lincoln residents and businesses. One hundred surveys were sent. Approximately fifty surveys were completed and returned.

The survey participants were asked a series of four questions dealing with recreation and tourism's (1) economic impact, (2) long-term economic stability, (3) correlation with existing resources in Lincoln, and (4) role in their own lives. In this section we discuss results and implications from that survey.

The first question asked the survey participant to rank six different industries that currently exist in Lincoln as to their possible immediate effect on Lincoln's economy. The average rankings are shown in Table 1. Recreation and tourism received an average score of 1.7 while logging and mining averaged 1.7 and

1.4 respectively. Wood products processing was the only other score to place under 2.0. These findings indicate that respondents perceive recreation and tourism as potentially having a significant, immediate effect on the local economy.

Question two asked the respondents to rank the industries as to their long-term economic stability. Again, recreation and tourism received high evaluations compared to the traditional economic base industries.

Question three asked the participants to assume recreation and tourism is a viable economic industry to Lincoln. A list of recreational activities was then given and participants were asked to rank each as to its economic potential. Respondents indicated that the traditional activities of hunting, snowmobiling and winter special events held the greatest promise for economic development.

Question four was asked to determine current levels of participation in a variety of recreational activities, and indicates the extent of participation in the last year in the Lincoln area. Table 4 shows the results, and shows that Lincoln residents participate most frequently in the traditional activities of hunting, fishing, and snowmobiling.

The final three questions on the survey were of an open-ended format, and designed to determine what specific actions respondents felt needed to be taken to enhance recreation and tourism opportunities in the Lincoln area. Results are shown in Table 5. Importantly, these results tend to confirm the outcomes of the small group meetings held with recreationists in Helena, Lincoln, and Missoula. Not only do local residents recognize the need for additional communication, but the results suggest in a general sense, recognition of greater interagency cooperation in developing recreation opportunities. The need for improved promotion of recreation opportunities and special events in Lincoln was mentioned numerous times. As will be discussed in the next section, promotion concerns highly mirror suggestions given at the three small group meetings of recreational users that were held regional communities.

The results of this survey indicate that the perceptions of Lincoln residents would support implementation of the National Recreation Strategy. Frequent comments dealing with specific obstacles to developing a recreation/tourism economy point to the fact that they can be overcome. Though there were a few surveys returned with an overall theme of increase timber harvesting and mining, most of the participants seemed to feel recreation and tourism would benefit the local economy while being economically stable, renewable, and

feel recreation and tourism would benefit the local economy while being economically stable, renewable, and clean.

Table 1. How much do you feel the industries listed below can have an effect on Lincoln's development and growth?

SCALE

1.....2.....3.....4.....5
quite a lot not much very little

AVERAGE RANK

a) Farming and Agriculture.....	3.7
b) Recreation and Tourism.....	1.7
c) Timber Harvesting.....	1.7
d) Mining.....	1.4
e) Wood Products Processing.....	1.6
f) Government.....	2.9

Table 2. How do you feel about the stability of these industries? To what extent do they provide long term stability in Lincoln's economic development?

SCALE

1.....2.....3.....4.....5
quite a lot not much very little

AVERAGE RANK

a) Farming and Agriculture.....	3.3
b) Recreation and Tourism.....	1.8
c) Timber Harvesting.....	2.0
d) Mining.....	1.9
e) Wood Products Processing.....	1.6
f) Government.....	3.1

TABLE 3. Assume that recreation and tourism is a viable economic industry in Lincoln, to what extent do you think the following activities would help the economic development in the community?

<u>SCALE</u>	
1.....2.....3.....4.....5	
quite a lot	not much very little
<u>AVERAGE RANK</u>	
a) Mountain biking.....	2.8
b) Dog sled races.....	2.4
c) Special events (i.e. snow- mobile races, ski races, etc.)	1.7
d) Hunting.....	1.4
e) Backpacking.....	2.1
f) Snowmobiling.....	1.5
g) Cross country skiing.....	2.1

TABLE 4. Participation of respondents in selected recreation activities, in percent.

Backpacking.....	<u>19%</u>	Off-Road 4wd.....	<u>18%</u>
Bicycling.....	<u>9%</u>	Picnicking.....	<u>23%</u>
Camping.....	<u>17%</u>	Day hiking.....	<u>16%</u>
Horseback riding.....	<u>12%</u>	Canoeing.....	<u>5%</u>
Hunting.....	<u>27%</u>	Fishing.....	<u>29%</u>
Jogging.....	<u>9%</u>	Rafting.....	<u>7%</u>
Nature study.....	<u>14%</u>	Skiing.....	<u>11%</u>
Ice skating.....	<u>2%</u>	Snowmobiling.....	<u>25%</u>

Table 5. How respondents see obstacles and opportunities for recreation and tourism development in the Lincoln area.

Do you feel recreation and tourism can increase economic growth for you and the Lincoln area? If so, how?

- a) require all factions to work together
- b) winter sports need promotion through advertising
- c) fishing needs improvement
- d) summers are busy enough
- e) more promotion (Missoula, Helena, Great Falls)
- f) tourism only benefits some
- g) bring in Canadian tourists
- h) tourism is a clean, renewable resource
- i) timber and mining are not long lasting

What obstacles do you see that prevent recreation and tourism from being a useful tool for economic development?

- a) Lincoln is out of the way for National Park tourists
 - b) lack of accessible lakes and ski areas
 - c) too much land in Wilderness
 - d) County Commissioners hinder development of safe trails
 - e) not enough advertising
 - f) more groups need to work together and follow through with projects
 - g) lack of awareness and promotion to tourists on what Lincoln offers
 - h) Forest Service road closures
 - i) more motels
 - j) no large body of water
 - k) no major attractions
 - l) restricted access to Blackfoot due to private land
 - m) lack of camping facilities
 - n) the effects of resource extractive industries
 - o) no entertainment facilities to hold tourists
-

Table 5. (Continued)

What would you or your friends like to see the Forest Service do to help
develop improvements in recreation and tourism in the Lincoln area?

- a) develop cross country ski areas..no snowmobiles
 - b) put "Lincoln" signs on the way to Glacier NP to
divert traffic
 - c) better access to wilderness area boundaries
 - d) less road closures
 - e) open more trails for ATV use
 - f) more groomed/marked trails
 - g) stock trout in upper Blackfoot
 - h) cooperation with local recreation organizations
 - i) dam the Blackfoot River
 - j) develop camping and picnicking facilities
 - k) develop headwaters of Copper Creek (trails)
-

RECREATIONAL VISITOR PERCEPTIONS

In order to determine how visitors to the Lincoln Ranger District perceived recreation development needs, a series of small group meetings were held. The purpose of the meetings was to obtain from experienced users their perceptions of how the Forest Service could enhance opportunities for recreation and tourism. Each meeting involved approximately 6-10 users representing a wide variety of user groups: snowmobilers, backpackers, anglers, nordic skiers, motorcyclists, four-wheel drive users, and horseback riders. Individuals participating in the meeting were specifically invited to attend because of their background, recreation activity orientation, and experience in using the District's resources.

Meetings were held in Helena, Missoula, and Lincoln. The meeting began with a statement of its purpose and a brief description of the Lincoln Ranger District. The meeting then used a nominal group process and addressed the question: "What can the Forest Service do to enhance recreational opportunities on the Lincoln Ranger District?" The meeting concluded with a brief discussion of the results of the nominal group process. A similar meeting was held with Forest Service District personnel to determine their perceptions of recreation development needs.

Tables 6-8 show the results of these small group meetings. Table 9 displays the results of the Forest Service meeting. The tables show that visitors identified a wide variety of development actions. In particular, the results of the meetings show general agreement with respect to improving the trail system (including ski and hiking trails), providing more access to the Blackfoot River, and creating better communication with the local community.

Our overall impression is that this exercise was an excellent learning experience for the researchers, the Forest Service and the recreationists. Not only were a large group of specific actions identified, but various recreationists learned that they have much in common. The fact that many of the actions identified were similar to those proposed by in the Forest Service small group exercise points out the value of increased communication.

Table 6. Perceptions of recreation visitors of actions Forest Service can take to enhance recreational opportunities.

Ranked by perceived importance:

- 1) Reduce logging road standards
- 2) Open a trail system for ATV's
- 3) Develop new facilities (Continental Divide Trail, corrals at Indian Meadows, campsites)
- 4) Make information more accessible (road closings, regulations)
- 5) Protect current non-motorized uses

Other suggestions listed (not ranked):

- a) Develop specific use trail systems to avoid conflicts
 - b) Work with local snowmobile clubs in marking parking areas and groomed trail systems
 - c) Ban commercial timber harvest along Continental Divide
 - d) Establish vistas, trail markers, campsites along established trails
 - e) Better plowing of Stemple Pass road
 - f) Do not winter log Stemple Pass area
 - g) Better cooperation with other agencies
 - h) Do not groom trails at Stemple Pass
 - i) Close Gate at Stemple Pass for Trout-Tarhead Trail on Dec.1st
 - j) specify uses permitted on trail at the trailhead
 - k) Keep travel plan map constant for a few years
 - l) Permanent toilet at Stemple Pass
 - m) Upgrade facilities
 - n) Close/re-vegetate old logging roads (i.e. Trout-Tarhead)
 - o) Open Forest service cabins for winter use
 - p) Mark more x-c ski trails at Flesher and Stemple Pass
 - q) Improve marketing of hiking trails
 - r) Work with various interest groups to establish opportunities
 - s) Improve access to resources (Blackfoot River, Scapegoat)
 - t) Reclaim trails obliterated by logging
 - u) Loop system for ATV trails
 - v) Become more involved in special events (radios, routes, etc.)
 - w) Develop areas for organized events
-

Table 7. Perceptions of actions Forest Service can take to enhance recreational opportunities identified by participants in Lincoln small group meeting.

Ranked in order of importance:

- 1) Improve fish quantity in the Blackfoot River
- 2) Develop mountain bike trail system
- 3) Less restrictions on backcountry use
- 4) Develop ski trails closer to Lincoln
- 5) Develop a multi-use recreational map (recreation attractions, interpretive information, etc.)
- 6) Better communication of Forest Service regulations
- 7) Trail map with difficulty rating and distances listed

Other actions listed (not ranked):

- a) Less Forest Service regulations on businesses
 - b) Outhouses on Huckleberry Pass
 - c) Handicap/elderly campsite trail systems
 - d) Better road markings
 - e) Develop Continental Divide Trail
 - f) Allow private development of public use campsites
 - g) Obtain land behind Hooper Park
 - h) Develop scenic information station on Red Mt.
 - i) Open and improve Moose Creek Campground
 - j) Develop man-made lake in Copper Creek
 - k) Open gate at Baldy Mt. for hunters
 - l) Develop historical landmarks (Old Lincoln, Lewis and Clark Tr.)
 - m) Improve trail maintenance
 - n) Develop backcountry map of Scapegoat
 - o) Downhill ski area on Red Mt.
-

Table 8. Actions Forest Service can take to enhance recreation opportunities on Lincoln Ranger District identified at Missoula small group workshop.

Ranked by perceived importance:

- 1) Improve trailheads (make obvious, loading chutes trail information);
 - Arastra
 - Dry Creek
 - North Fork
 - Alice Creek
 - road on Huckleberry Pass
- 2) More quality (developed) campgrounds
- 3) Improve water quality of the upper Blackfoot River (mining pollution)
- 4) Develop handicap loading/unloading areas
- 5) Increase funding for wilderness management
- 6) Relocate/redesign trails (improve)
- 7) Develop an "active" low-impact camping information program

Other suggestions listed (not ranked):

- a) Hire more wilderness rangers
 - b) More informational signing on highways
 - c) Improve road to Dalton Lookout for scenic observation
 - d) Implement permit system for Scapegoat lake area
 - e) Develop self-guided nature trails
 - f) Develop trails only for x-c ski use
 - g) Protect elk winter range from recreation
 - h) Develop guided nature trips/workshops
 - i) Provide RV dump station
 - j) Develop brochures (flora, fauna, etc.)
 - k) Produce recreational maps
-

Table 9. Actions to enhance recreation opportunities on the Lincoln Ranger District identified at Forest Service small group workshop.

Ranked by perceived importance:

- 1) Improve skiing opportunities, match with biking opportunities
- 2) Guide/brochure listing town resources/events
- 3) Create atmosphere of cooperation through local meetings
- 4) Improve access on Blackfoot River
- 5) Develop Continental Divide National Scenic Trail
- 6) 5-way tie
 - a) more snowmobiling trails and promotion
 - b) provide more specific recreation information
 - c) more ski trail markings on Stemple Pass
 - d) Gain access through more private land during hunting season
 - e) Develop new Cross country-skiing opportunities

Other actions (not ranked):

- a) develop Lewis and Clark National scenic trail
 - b) groom trails for skate-skiing
 - c) develop handicap hunter opportunities
 - d) make Aspen Grove a full service campground
 - e) improve roadside Forest Service access signs
 - f) develop short hiking trails originating in campgrounds
 - g) expand Copper Creek campground
 - h) offer free forest maps to public
 - i) historic development of cabin on Silver King Lookout
 - j) better public information on road closures
 - k) develop Snowbank Lake area
 - l) roadside comfort improvements
 - m) photo points / interpretive signs
 - n) develop Continental Divide trailhead facilities
-

Table 9. (Continued) Actions to enhance recreational opportunities on the Lincoln Ranger District identified at the Forest Service small group workshop.

- o) become more involved in Governor's Cup Sled Dog Race
 - p) develop hiking/riding trail (Huckleberry Pass to wilderness boundry)
 - q) develop a hut system on the divide
 - r) develop loop trails near town
 - s) develop a free Christmas tree plantation
 - t) institute cabin rental program
 - u) designate off road vehicle trail
 - v) develop man-made lakes
 - w) obtain easements along seven up
 - x) expansion of undevelopd campsite opportunities
 - y) video display of local outdoor opportunities
 - z) develop more snowmobile trails
 - aa) special event cooperation with town
 - ab) develop sites and system for group recreation
-

PART II. EXISTING POLICY, RECREATION OPPORTUNITIES AND TRENDS

POLICY DIRECTION

Recreation planning efforts are given direction from the national and the regional levels and by the individual National Forests. Each layer of policy guidelines, beginning with the national level, will be discussed and summarized in terms of recreation development strategy. The outcome of this process is to outline the recreation development framework for the Lincoln Ranger District.

National Level:

The National Recreation Strategy (NRS) was instituted in February 1988 in response to increased demand for recreation and wildlife by a changing customer base. The President's Commission on Americans Outdoors (1986) found that the American public is growing older, becoming more "urban" and affluent, and wanting more conveniences. People are tending to take shorter, more frequent vacations closer to home. By focusing on these changes, the NRS identifies three strategies to increase recreation potential on National Forest lands. They are to increase customer satisfaction, to increase utilization of partnership and joint venture agreements, and to promote Forest Service employee participation in this process.

The main focus of the NRS is to increase customer satisfaction by responding to changing needs. The key to identifying these needs is to work closely with user groups. This insures that services and facilities are designed to provide a wide range of recreation opportunities.

Joint venture agreements encourage private businesses to develop recreation facilities such as camping areas, resorts, marinas, and ski areas on FS lands. The FS challenges businesses to "offer needed recreation services and stimulate rural tourism and recreation economies" by offering matching funds for the development of these facilities. Partnerships help provide the full range of recreation opportunities such as the development and maintenance of facilities, recreation, information and interpretive services, and can stimulate economic development opportunities.

The Challenge Grant Program aims at increasing program accomplishments through partnership agreements. The program was launched by Congress in 1985 and provided funds for wildlife habitat improvement contingent on the federal agencies securing matching funds from conservation groups, private individuals, public agencies, and other interested sources. The success of the Challenge Grant Programs in these areas led to the 1987 recommendation of the President's Commission on Americans Outdoors that: "Partnerships be formed among private for-profit and non-profit entities and public agencies to enhance recreation resources, services and facilities."

In summary, the NRS involves the public sector in partnerships and the Challenge Grant Program in an attempt to increase recreation opportunities on the National Forests. The direction given to evaluating recreation development on the Lincoln Ranger District is to consider strategies that expand and increase customer satisfaction by involving public agencies and private businesses as well as to enhance tourism.

The 1989 RPA Assessment presents an overview of analysis of the present situation and the future outlook for the land base, outdoor recreation and wilderness, wildlife and fish, forest-range grazing, water, timber, and minerals. The assessment of outdoor recreation found that the greatest demand for recreation opportunities will be around population centers. Demand for dispersed recreation opportunities will be met through a change in management emphasis. By providing increased visitor information services, the Forest Service can encourage dispersal of recreationists' demands while increasing customer satisfaction. This information can be used to direct users to underutilized areas and facilities. Cooperative efforts with other land management agencies can consolidate these information services. The major outdoor recreation opportunities identified in the Assessment are illustrated in Table 10.

The Regional Level:

The primary purpose of the Northern Region Guide (NRG) is to "communicate national and regional direction to the individual national forests within the Northern Region for land and resource management planning efforts." The Northern Region contains 23.5 million acres of National Forest lands in six states.

The NRG's recreation guidelines result from the Regional planning process and the goals and objectives of the Renewable Resources Planning Act (RPA) program. The NRG places an emphasis upon increasing dispersed recreation opportunities, while maintaining developed recreation capacity, unless use

The 1989 RPA Assessment of the Forest and Range
Land Situation in the United States
Major Recreation Opportunities

1. Rehabilitate deteriorating sites and adequately maintain existing facilities.
2. Expand programs concerned with visitor information services including field interpretive and educational services that would match recreationists with recreation opportunities.
3. Improve coordination and expand partnerships among private groups, non-profit organizations, and public agencies.
4. Develop stable funding for recreation programs as in user fees for recreation use on private and public lands.
5. Improve management and information techniques for shifting recreation demands to underutilized areas and facilities.
6. Construct additional facilities such as trails, campgrounds, and picnic areas.
7. Improve the organization and integration of outdoor recreation uses with other uses.
8. Improve access to forest, rangeland, and inland water suitable for outdoor recreation, including private lands.
9. Provide more information about opportunities for use of roadless areas for nonrecreational wilderness purposes.

Table 10

exceeds site capacity by 1990. Both types of recreation opportunities are to be increased near cities, towns, and recreation destination centers. Recreation sites are to be modified to make them accessible to the elderly, handicapped, and other disadvantaged groups. Increased Forest information plans are to be developed to increase public awareness of management activities, recreation opportunities, and to encourage lower energy consumptive recreation activities.

The NRG identified research needs to accurately measure recreation use, especially for dispersed recreation, so that use trends can be determined and management programs developed or improved.

Recently, Region One chartered a Regional Task Force to analyze partnership agreements with the outfitting industry and other public agencies. The objectives of the task force were to identify and recommend actions that will foster coordination with the outfitting industry and other public agencies, to provide recommendations for Regional policies to provide consistency in dealings with outfitter operating

standards and permit administration, and provide recommendations for Regional policies to tie recreation allocation decisions and conflict resolutions between guided and non-guided users to Forest Plan implementation.

Many issues were analyzed by the task force and were deemed "high priority actions" if they contributed to resolution of regional rather than local issues, needed to be accomplished first to set the stage for future "high priority" issues, could be accomplished quickly because the opportunity exists now, would be

PARTNERSHIPS FOR THE FUTURE
Summary of Recommendations and Action Plan

1. Assign coordinator responsibility to the Regional Office Recreation Staff to monitor the development of the partnership program.
2. Enhance the credibility of agency personnel and members of the outfitting industry by defining and communicating the partnership roles with outfitters on public lands.
3. Develop partnership efforts with other Federal and State agencies. This is to be accomplished by establishing and implementing Memorandums of Understanding with state outfitting and guide organizations, establish procedures with the Montana Fish Wildlife and Parks Departments to provide input regarding recreation opportunities into their species management plans, developing state wide river management strategies with BLM and MDFWP, and to emphasize informal local field contacts to improve understanding of mutual management problems.
4. Recommend new or modified policies to implement partnership agreements. Emphasize a lead agency role in permit administration. To develop policies which promote economically viable operations and provide a high degree of public service and professionalism. Encourage non-traditional outfitting opportunities. Consider public access in conjunction with permit issuance.
5. Improve consistency of permit administration and cooperate with outfitters in meeting national forest management objectives.
6. Test proposals for flat licensing fees and outfitter trail maintenance in lieu of licensing fees.
7. Emphasize actions that respond directly to the National Recreation Strategy such as providing training to Forest Service personnel to develop dispersed recreation opportunities for guided and no-guided publics, develop outfitter client pretrip orientation brochure, provide outfitters with interpretive techniques and skills, joint FS/outfitter organization marketing campaigns, development of backcountry user training, and cooperate with state tourism and travel promotion departments to promote recreation opportunities on National Forest lands.

Table 11

feasible with the resources available at the time, and if the issue tied in with the National Recreation Strategy. These recommended actions are summarized in Table 11.

In early 1988, Region One surveyed Recreation Staff Officers in an effort to raise awareness of the Region's dispersed recreation program. Forest representatives identified many specific ways to improve dispersed recreation management. The results of the survey will be a valuable tool in developing a "recreation management strategy for the Northern Region."

The Forest Level:

The Forest Plan for the Helena National Forest (HNF) guides all natural resource management activities and establishes management standards for the HNF. The recreational goals of the Forest Plan are to provide a range of developed and undeveloped recreation opportunities for visitor use and satisfaction. Emphasis is placed on educational and informational programs to increase public awareness and understanding of management activities. A Recreation Opportunity Guide for each District informs the public of the possible recreation opportunities on the District. Dispersed recreation opportunities are stressed and about 40% of the Forest is managed to provide primitive and semi-primitive recreation.

Cooperative efforts to provide for development and maintenance of trails for winter activities, camping, picnicking, and other developed site opportunities are to be implemented with interested clubs, organizations, and other public agencies.

Management area direction is accomplished by designating 23 management areas. Each of these areas contains a unique set of opportunities and constraints that guides its management direction. The technical appendices describe each management area and lists the goals and management standards for recreation.

Roadless areas are either designated wilderness, or areas designated non-motorized recreation areas. Roadless areas will remain undeveloped and be managed for semi-primitive recreation. Additional management areas of greater than 5000 acres, assigned to other resource management goals, such as wildlife winter range or grazing, would not normally have roads constructed on them, and provide additional semi-primitive recreation opportunities.

Wilderness areas will be managed according the Wilderness Act of 1964. The emphasis of management is to maintain long term opportunities for wilderness dependent recreation experiences. Additional policy direction comes from the Washington Office and Regional Office interpretation of Wilderness Act definitions and policy.

Several recreation issues and concerns were resolved during the Forest planning stage. The resolution of these issues and concerns affects the direction of recreation planning and development on the Forest. As the Forest Plan emphasizes increasing dispersed recreation, the issue of how much developed recreation should be provided needed resolving. The issue of travel restrictions and their conveyance to the public addresses the emphasis of the Forest Plan to increase public awareness of management activities through educational and informational programs.

Sensitive viewing areas were identified on the Forest. These areas are heavily used roads or popular recreation areas. Appendix B contains a list of the sensitive viewing areas on the Lincoln Ranger District along with the Visual Quality Objectives for each area.

District Level:

The Lincoln Ranger District's Recreation Opportunity Guide (ROG) contains information on the types of recreation opportunities available on the District. While this is not a policy document, it does reflect current District efforts to inform the public of existing recreational opportunities. The ROG is available for public use at the District office and is an example of the Forest's emphasis on conveying information to the public.

The Prospectus for Outfitter and Guide Proposals is a result of interest by private businesses to provide additional recreation opportunities on the District. The Prospectus directs interested businesses to submit proposals for non-hunting and fishing outfitted services outside of the Scapegoat Wilderness Area. These additional recreation opportunities are then evaluated on performance criteria of the submitter. The Prospectus is an example of the National, Regional, and Forest emphasis on increasing recreation opportunities through the use of Partnership agreements.

A General Policy for Recreation Development:

A general policy for recreation development is a synthesis of the guidelines from the national to the district level. Such a general policy would form the framework within which recreation development strategies could be evaluated. Any strategy that does not fit within this framework would be rejected. Likewise any strategy that does fit within these guidelines would be considered for further evaluation.

The policy guidelines for recreation development take the form of a pyramid as in Figure 1. The national level guidelines (NRS) form the base of the pyramid and provide a general outline for regional and Forest level policy. Moving up the pyramid to the Forest and then to the district level, the policy guidelines become much more specific. For example, the Forest Plan outlines which activities may or may not take place in designated management areas. This relationship insures that the regional, Forest, and District guidelines build upon the base set by the national direction.

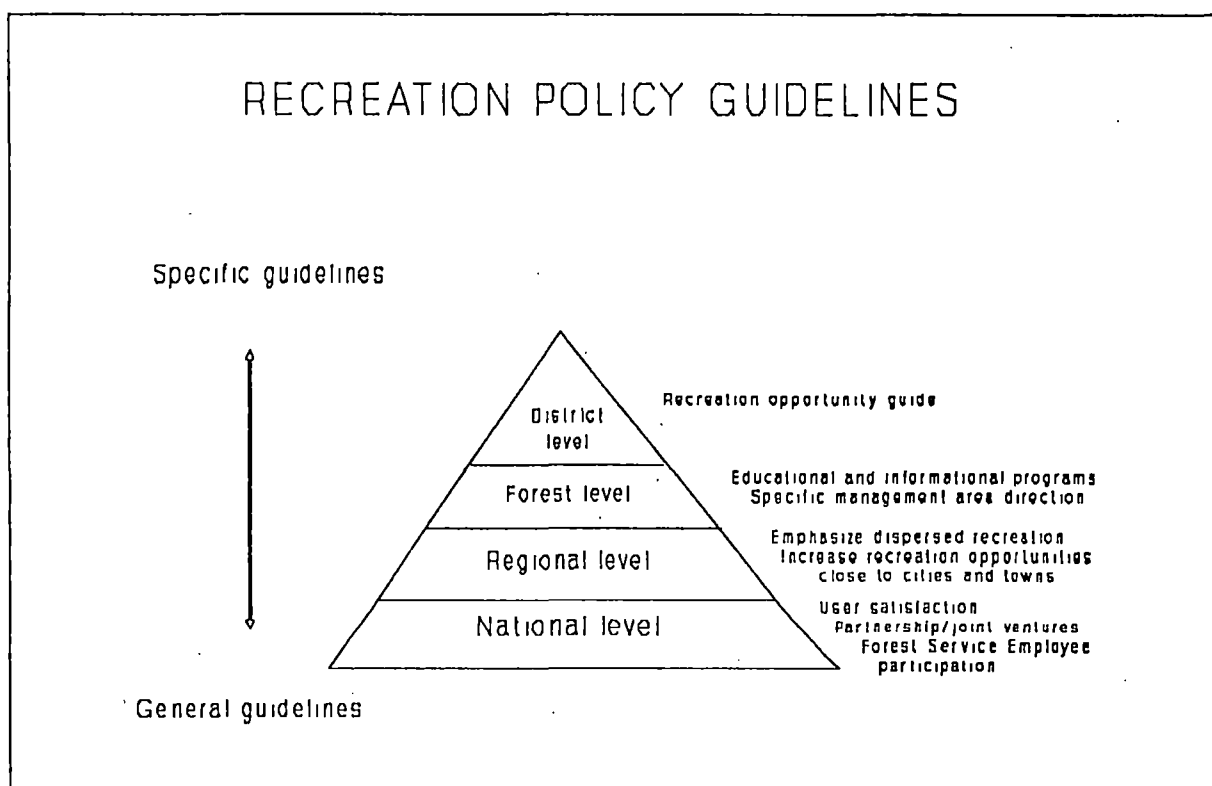


Figure 1

The underlying motivation at all levels is increased utilization of the recreation potential of the Forests. From the National Recreation Strategies' promotion of partnerships and joint ventures to the District's Outfitter Prospectus, the theme is to increase recreation opportunities. Any program, management action or strategy that increases the use of the Forests for recreation is to be considered. How well this program, management action or strategy fits the increasingly specific guidelines set for each level will determine whether or not it will be implemented. The general recreation policy should emphasize increasing forest utilization through partnership and joint venture agreements.

Customer or forest user satisfaction can effect forest utilization and is a goal common to all policy levels. Being aware of user needs and developing recreation programs that answer those needs would increase customer satisfaction. The general recreation policy would therefore promote programs that aim at increasing user satisfaction by responding to their needs. The Regional level provides direction through policies that emphasize dispersed recreation opportunities and recreation opportunities close to cities and towns.

The Forest level adds direction through policies that emphasize educational and informational programs to increase public awareness of management actions and recreation opportunities. Specific goals for all management areas within the Forest are outlined.

A general policy for recreation development on the Lincoln Ranger District would contain all the guidelines discussed above. A General Recreation Development Policy would:

- Stimulate increased utilization of the forests.

- Expand recreation opportunities by utilizing partnership and joint venture agreements and promoting Forest Service employee participation in this process.

- Increase recreation opportunities close to populations centers and emphasize dispersed recreation to increase user satisfaction by responding to their changing needs.

- Increase public awareness and understanding of management activities by promoting educational and informational programs.

- Evaluate proposed actions within the constraints set by the goals and management standards for each management area, contained within the Forest Plan.

This general recreation development strategy will form the framework for recreation program development and will provide a yardstick by which individual policies and actions can be measured.

EXISTING RECREATION OPPORTUNITIES

The Lincoln Ranger District offers an abundance of recreation opportunities on its approximately 325,000 acres. The District's 244 miles of trails, 492 miles of roads, and two developed campgrounds enticed forest visitors to spend over 62,000 recreation visitor days on the District in 1987. Traditional activities included camping, hiking, hunting, fishing, horseback riding, driving for pleasure, boating, snowmobiling, and trail biking. Changing technology, equipment, and customers have increased interest in nontraditional activities such as cross-country skiing, mountain biking, and mountaineering.

Each of these recreation activities requires the existence of either natural and/or developed resources. To snowmobile for example, there needs to be snow and developed trails. Many activities share these resources. Hunters, hikers, and snowmobilers may all use the same trails and roads. Therefore, many developed recreation facilities can support numerous activities.

This section will first discuss the natural resources on the District and the activities that they support. Then the developed resources will be discussed. Table 12 lists the Lincoln Ranger District's RIM data for 1987 and Figure 2 shows the trends for the years 1984 through 1987. Table 13 lists MDFWP's 1987 Park Board Survey results.

Each table ranks the recreation activities by RVD's or participation rates. As can be seen from the tables, there is considerable disagreement as to the ranking of these activities. Other research findings support the Park Board's results. The reliability of the Forest Service's RIM data is therefore questionable.

LINCOLN RANGER DISTRICT
Recreation Use Summary

1987

ACTIVITY	RVD'S (Thousands)	PERCENT
CAMPING	13.90	22
AUTOMOBILE TRAVEL	13.00	21
ICE AND SNOW CRAFT TRAVEL	6.60	11
HORSEBACK	6.30	10
HIKING AND WALKING	6.00	10
HUNTING, BIG GAME	5.00	8
FISHING - COLD WATER	4.70	8
RECREATION CABIN USE	2.00	3
GATHERING FOREST PRODUCTS	1.60	3
MOTORCYCLE AND SCOOTER TRAVEL	1.10	2
CROSSCOUNTRY SKIING, SNOWSHOEING	0.90	1
HUNTING, UPLAND BIRDS	0.70	1
PICNICKING	0.50	1
NATURE STUDY	0.20	0
TOTAL	62.50	100

Table 12

The Scapegoat Wilderness provides a wide spectrum of wilderness recreation opportunities. The setting for these wilderness dependent activities is classified as primitive by the Recreation Opportunity Spectrum (ROS). Primitive settings are characterized by their essentially unmodified natural environments. Their size and remoteness provide opportunities for isolation from the sights and sounds of human activity. Activities in this setting require highly developed outdoor skills and provide the visitor with the challenge and opportunity to be part of the natural environment.

The 120 miles of trails in the Lincoln Ranger District's 82,958 acre section of the Scapegoat Wilderness, provided 11,500 RVDs of non-motorized recreation. These activities include hiking, backpacking, fishing, hunting, horseback riding, picnicking, camping, nature study and skiing.

There are several undeveloped areas totalling over 21,000 acres that provide for semi-primitive

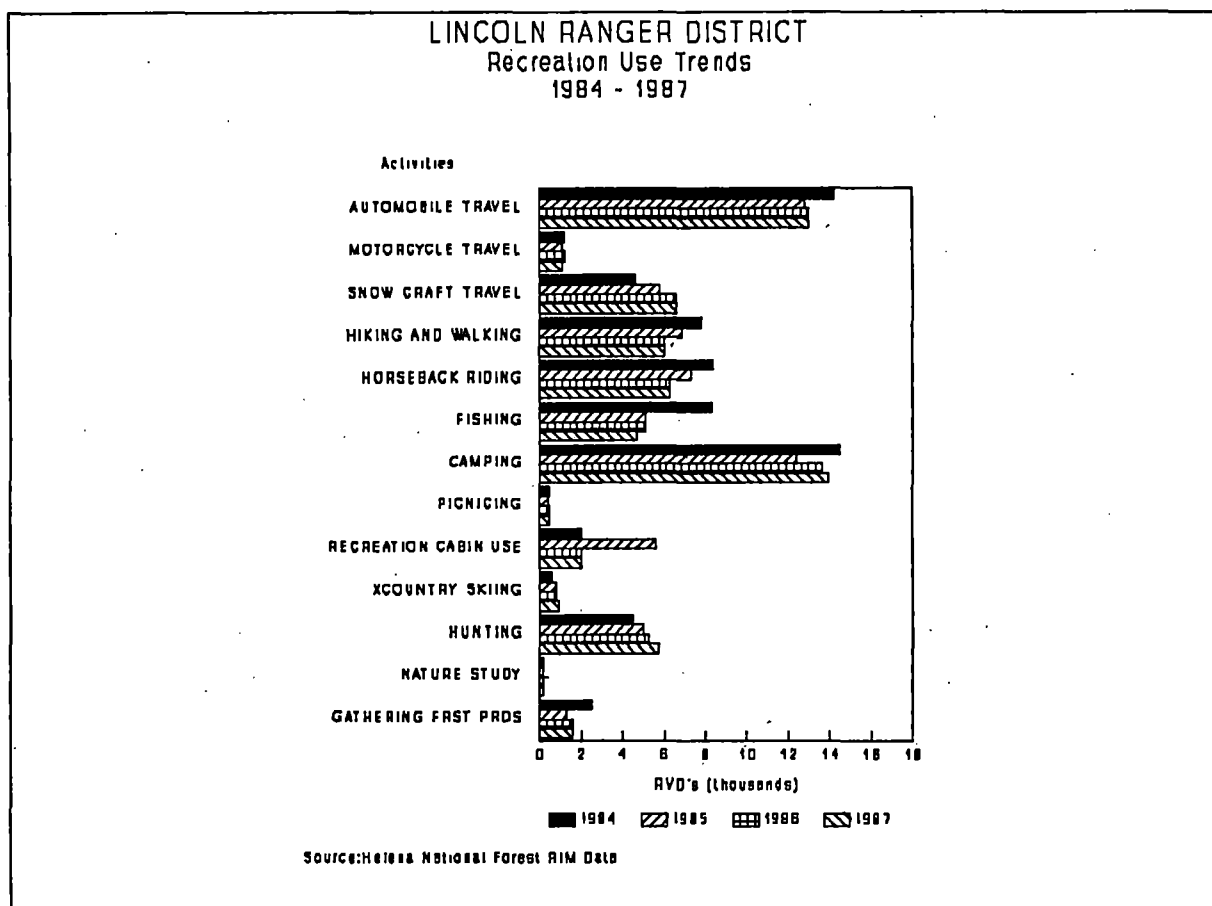


Figure 2

recreation outside the wilderness. These roadless areas are characterized by a predominantly natural appearing environment. The concentration of users is low, but there is evidence of other users. The recreation activities that take place on these areas are similar to those for wilderness. Roads provide access to the forest for many types of recreation. The District's 405 miles of open roads and 87 miles of closed roads, enable users to engage in recreation activities year round. Summer time activities include horseback riding, sightseeing, four-wheeling, mountain biking, and access for fishermen and backcountry use. During the winter months these same roads provide access for hunters, skiers, and snowmobiling.

Lincoln offers some of the "best snowmobiling in the state." A partnership effort between the Forest Service, Montana Department of Fish, Wildlife and Parks (MDFWP), and the Ponderosa Snow Warriors maintains over 150 miles of snowmobile trails around the Lincoln area. A users' map identifies and rates these trails from easier to most difficult. A survey of Lincoln residents estimated that almost 50% of

PARK BOARD SURVEY - 1987
LINCOLN, MONTANA

ACTIVITIES	PERCENT OF RESIDENTS PARTICIPATING
FISHING	81
WALKING	80
SWIMMING	74
HUNTING	65
PICNIC	58
CAMPING	46
BICYCLING	44
NATURE STUDY	44
HORSE RIDING	34
LAWN GAMES	31

Table 13

residents snowmobile and the Forest Service reports 6,600 snowmobiling RVDs.

Hunting, hiking, mountain biking, backpacking, horse riding, nature study, and fishing on streams and lakes are some of the other activities that occur on the District's 120 miles of wilderness trails and 124 miles of non-wilderness trails. In the winter snowmobilers and skiers use these trails.

The Park Board's 1987 study of Lincoln resident's recreation participation lists fishing as the most frequent activity participated in. The Blackfoot River and the abundance of small streams on the District provide many recreation opportunities. Access sites along the Blackfoot River provide opportunities for camping, picnicking, swimming, fishing, nature study, canoeing, and peace and tranquility.

A study of floater access on the Upper Blackfoot identified three possible access sites between the town of Lincoln and the Powell County line. Three more sites were identified from the county line to highway 141. The technical appendix contains a map and a description of these sites. The Bureau of Land Management (BLM) administers three of these sites, two are on private land, and the other site is owned by the Helena National Forest. The study found heavy recreation use at four of the six sites and recommended that they should be further developed. The BLM has shown interest in entering into a partnership agreement

to upgrade the Forest Service site as it receives heavy fishing, camping, picnicking, and floater use.

The District's two developed campgrounds offer 38 campsites and fishing access to the Blackfoot River, Snowbank Lake, and several streams. These campgrounds also provide access and opportunities for many other activities.

The MDFWP has shown some interest in the Helena National Forest section of the Lewis and Clark Trail, but at this point has no plans for any developments.

The Helena National Forest Plan schedules the implementation of the Recreation Opportunity Spectrum (ROS) planning guidelines by the year 1990.

As can be seen, there exists a multitude of opportunities for recreation on the Lincoln Ranger District. The Forest Service's RIM data and the Park Board Participation Study delineate the current use situation on the District. This information when combined with user trends, will aid in outlining the framework for recreation development on the District.

RECREATION TRENDS

An assessment of the trends in recreation demand can guide the direction of recreation planning. Integrating these trends into the recreation development process enhances the effectiveness of these programs by responding to users' needs.

The last 20 years have seen many social changes. Americans are becoming older as the "baby boom" generation is reaching maturity. Americans are better educated, ethnically diverse, have an increasing concern for environmental quality, the quality of life, and the responsiveness of government to public needs. This has led to an emphasis on exercise, fitness, and health. People are more mobile and urban. Lifestyles are changing. There are smaller families, single parent households, non-family households, and households with both parents working outside the home. There is an increasing use of technology in transportation, communication and recreation. This all leads to a greater demand for new activities, places, equipment and techniques.

National Trends

The President's Commission on Americans Outdoors reaffirmed that recreation is even more important to the American people than in the past. Even though there has been a slight decrease in leisure time, there is now a greater emphasis placed on quality recreation opportunities. With the trend toward Americans taking shorter, but more frequent recreation trips, opportunities for day use will be greater in forests surrounding cities and towns. Cheaper prices for oil and airfares and greater mobility due to smaller family size are likely to increase tourism and leisure activity involving travel.

The President's Commission predicted the greatest increases in participation in physical activities such as bicycling, day hiking, downhill and crosscountry skiing, backpacking, developed camping, and snowmobiling. Participation is leveling off for boating, horseback riding, picnicking, driving for pleasure, and off-road vehicles. Higher risk recreation activities such as white water sports, rock climbing, and hang gliding are expected to increase in popularity.

Montana Trends

Montanans exhibit the same changing social characteristics as those of the nation. How can local planners then integrate these changes into recreation development programs? Current demand for recreation opportunities when combined with population growth statistics may provide accurate indicators of demand for facilities and programs.

The Montana Outdoor Recreation Needs Survey determined Montanans' participation rates for 34 outdoor recreation activities. Estimated growth trends for these recreation activities were calculated by The Outdoor Recreation Participation in Montana: Trends and Implications study. Table 14 lists these activities, their participation rates for Montana and the town of Lincoln, and the estimated growth for each activity. The ten most popular activities for Montanans were walking/dayhiking, picnicking, fishing, camping, swimming, lawn games, bicycling, hunting, and motorboating.

Demand for recreation opportunities includes not only existing participation, but also the additional participation that would arise from those who would participate if their needs could be met. The Needs survey identified the 13 activities in Figure 4. The five activities cited most by respondents that they would like to participate in are cross country and downhill skiing, fishing, backpacking, and horseback riding. The most common barrier to participation was the lack of time. This may indicate a need for natural or developed facilities close to the respondents' residence. For example a person may wish to cross country ski but there are no ski trails within close driving distance of their home.

Over 62% of Montana residents visited a public campground, recreation site, park, monument, or fishing access site in 1985. Lack of time was again cited as the main reason for not visiting one of these sites. A majority of residents (74%) felt that there were enough of these sites in Montana to provide the quality of recreation they desire. Of those who felt there were not adequate opportunities of the quality they desire, the two most frequently mentioned resources were access to lakes or rivers.

The Montana Travel Survey was conducted by the Institute for Tourism and Recreation Research. The goal of the survey was to gain a better understanding of non-resident travelers in Montana. The survey found that the typical visitor was at least 40 years old, had some college education, and an annual income of over \$40,000. Almost one third of visitors come from the three Pacific states of Washington, Oregon and

ESTIMATED PARTICIPATION RATES
FOR SELECTED OUTDOOR RECREATION ACTIVITIES

ACTIVITY	MONTANA* RESIDENTS	LINCOLN** RESIDENTS	PERCENTAGE GROWTH*** (1985-2000)
WALKING/DAYHIKING	0.77	0.80	19
PICNICKING		0.75	0.58
FISHING		0.56	0.81
CAMPING	0.52	0.46	17
SWIMMING/LAKE, ETC.	0.42	0.55	
LAWN GAMES		0.39	0.31
BICYCLING		0.39	0.44
HUNTING	0.38	0.65	18
SWIMMING/POOL	0.35	0.19	17
MOTORBOATING	0.33		16
NATURE STUDY	0.32	0.44	20
TARGET SHOOTING		0.28	0.38
OFF ROAD 4X4		0.24	16
SOFTBALL		0.24	
JOGGING	0.24		10
HORSEBACK RIDING		0.22	0.34
GOLF		0.20	
DOWNHILL SKIING		0.19	9
CROSS COUNTRY SKIING		0.19	17
RAFTING	0.18		13
SNOWMOBILING	0.16		12
BASKETBALL		0.15	
WATERSKIING		0.15	10
BACKPACKING		0.14	14
ICE SKATING		0.13	15
OFF ROAD ATV		0.12	9
CANOEING		0.11	11
TENNIS		0.11	
FOOTBALL		0.07	
SAILING		0.03	
SOCCER		0.03	
MOUNTAIN BIKING		0.03	
WINDSURFING		0.01	
KAYAKING		0.01	

* - The Montana Outdoor Recreation Needs Survey - 1985
School of Forestry, University of Montana

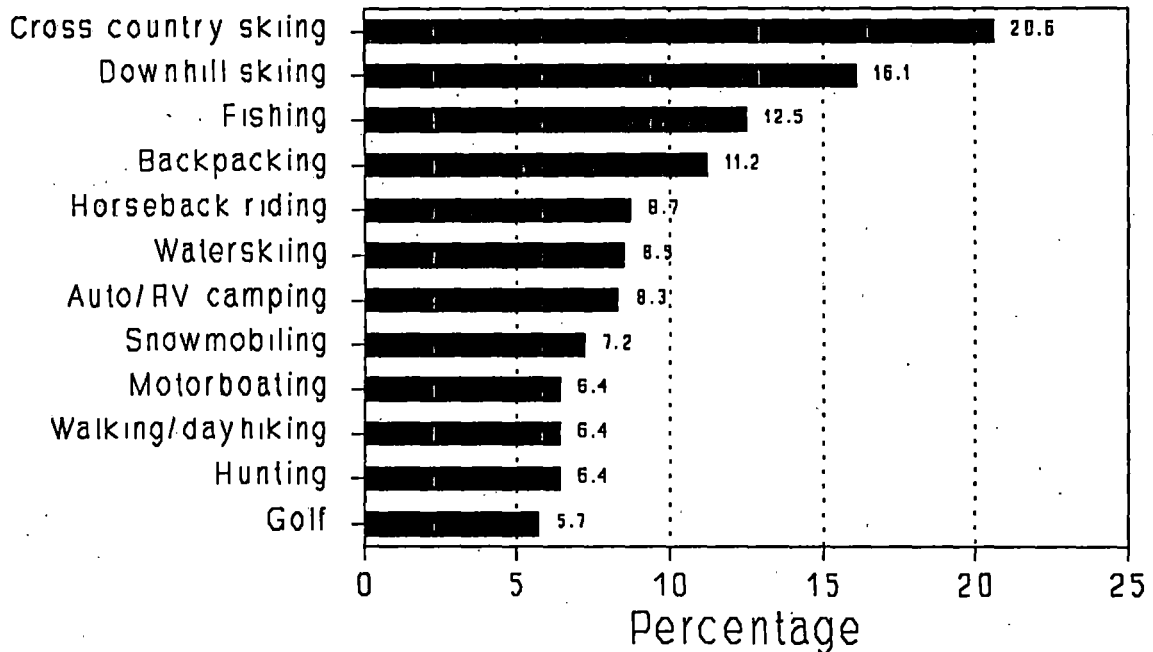
** - Parks Board Survey - 1987
Montana Department Fish Wildlife Parks

*** - Outdoor Recreation Participation Trends
and Implications 1987- Montana Forest and Conservation
Experiment Station School of Forestry,
University of Montana

Table 14

ACTIVITIES MONTANA RESIDENTS WOULD LIKE TO PARTICIPATE IN, BUT DO NOT

Activities



Source: The Montana Outdoor Recreation Needs Survey

Figure 3

California. The majority of travellers came to Montana for a vacation and were primarily attracted by Montana's scenery and fishing. Most travelers had visited Montana before and tended to stay in either hotels/motels or RV campgrounds. The average length of stay in Montana was about 4 or 5 days. Table 6 lists the average daily expenditures of these travelers.

The most common recreation activities non-resident travelers reported engaging in were photography, visiting historical sites and interpretive visitor centers, camping, dayhiking, viewing wildlife, picnicking, swimming, fishing, and horseback riding. Table 7 displays the percentages of travellers participation in various recreation activities.

These studies all point to a growing demand for recreation opportunities. Montana residents want recreation opportunities that are closer to home. The greatest demand appears to be for activities that require

MONTANA TRAVEL SURVEY
Average Expenditures
Summer 1988

Category	Average Daily Expenditure
Gasoline/oil	\$11.62
Groceries	5.57
Restaurant/Bar	11.74
Hotel/motel/cabin	11.34
Campgrounds	1.96
Rental auto/RV	0.27
Auto/RV repair	1.56
Transportation/fares	0.09
Licenses/admissions	1.27
Recreation/camping equipment	1.18
Outfitter/guide	0.65
Retail goods	15.91
Total	\$63.13

Table 15

MONTANA TRAVEL SURVEY
Recreation Activity Participation
Summer 1988

Activity	Airport Travelers	Highway Travelers
Dayhiking/walking	35%	26%
Photography	29	36
Visiting historic sites	26	32
Visitor centers/Interpretive	24	30
Viewing wildlife	21	26
Fishing	19	13
Backcountry camping	19	8
Picnicking	16	22
Auto/RV camping	6	32

Source: Montana Travel Survey - Summer Quarter 1988

Table 16

These studies all point to a growing demand for recreation opportunities. Montana residents want recreation opportunities that are closer to home. The greatest demand appears to be for activities that require less skill, equipment, money or time. Examples of these activities are camping, picnicking, walking, swimming, and fishing. Nonresidents come to Montana mainly for the scenery, but they are also attracted by the fishing, and attending special events.

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APPENDIX A

COMMUNITY ATTITUDE SURVEY INSTRUMENT

How much do you feel the industries listed below can have an immediate effect on Lincoln's economic development and growth? (Circle one for each industry).

Economic Impact

	Quite A lot		Not Much		Very Little
A. Farming and Agriculture	1	2	3	4	5
B. Recreation and Tourism	1	2	3	4	5
C. Timber Harvesting	1	2	3	4	5
D. Mining	1	2	3	4	5
E. Wood Products Processing	1	2	3	4	5
F. Government	1	2	3	4	5

How do you feel about the stability of these industries? To what extent do they provide long term stability in Lincoln's economic development? (Circle one for each industry).

Long Term Stability

	Quite A lot		Not Much		Very Little
A. Farming and Agriculture	1	2	3	4	5
B. Recreation and Tourism	1	2	3	4	5
C. Timber Harvesting	1	2	3	4	5
D. Mining	1	2	3	4	5
E. Wood Products Processing	1	2	3	4	5
F. Government	1	2	3	4	5

Assume that recreation and tourism is a viable economic industry to Lincoln, to what extent do you think the following activities would help the economic development in the community? (Circle one for each activity).

Provide a Basis For a Tourism Industry

	Quite A lot		Not Much		Very Little
A. Mountain biking	1	2	3	4	5
B. Dog sled races	1	2	3	4	5
C. Special events (i.e. snowmobile races, ski races)	1	2	3	4	5
D. Hunting	1	2	3	4	5
E. Backpacking	1	2	3	4	5
F. Snowmobiling	1	2	3	4	5
G. Cross country skiing	1	2	3	4	5

What kinds of recreation activities have you participated in during the past year in the Lincoln area?

Backpacking	-----	Off-Road 4wd	-----
Bicycling	-----	Picnicking	-----
Camping	-----	Dayhiking	-----
Horseback riding	-----	Canoeing	-----
Hunting	-----	Fishing	-----
Jogging	-----	Rafting	-----
Nature Study	-----	Skiing	-----
Ice Skating	-----	Snowmobiling	-----

Do you feel recreation and tourism can increase economic growth to you and the Lincoln area? If so, how?

What obstacles do you see that prevent recreation and tourism from being a useful tool for economic development?

What would you or your friends like to see the Forest Service do to help develop improvements in recreation and tourism in the Lincoln area?